DOCUMENT RESUME

ED 059 981 SP 005 596

TITLE A Critical National Problem: Under-Utilization of Teachers and Other College Trained Personnel.
INSTITUTION National Education Association, Washington, D.C.
PUB DATE Feb 72
NOTE 16p.

EDRS PRICE MF-$0.65 HC Not Available from EDRS.
DESCRIPTORS *Career Opportunities; *College Graduates; *Job Market; *Manpower Utilization; *Unemployment

ABSTRACT

The major thesis of this document is that the supply of young manpower is growing at a record rate, the number of jobs is not growing as rapidly as a few years ago, and this situation is more critical for college educated manpower than for workers who have not attended college. Action is needed now to assure that large numbers of jobs are created which are consistent with national goals and which are also appropriate to the capabilities of the increasing supply of college graduates. Tables illustrate, with figures since 1960, the growth of the labor force, male graduates receiving bachelor's and first professional degrees, the number of unemployed, employment trends, employment offers to college graduates, and the unemployment of white and nonwhite males age 20-24. Increasing the number of jobs in public education would be the most desirable area for enlarging the number of jobs for college graduates. Provision of resource personnel and supportive professional services would require the addition of more than 100,000 school librarians, at least 20,000 guidance personnel for elementary schools, and an unspecified number of persons in other professional positions which need to be created to give all students and teachers access to the services of qualified practitioners in psychological, health, and social service disciplines. (MBM)

ED 059981

A CRITICAL NATIONAL PROBLEM:

UNDER-UTILIZATION OF TEACHERS AND OTHER COLLEGE TRAINED PERSONNEL

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Prepared by the Task Force on
Under-Utilization of Professional Personnel

NATIONAL EDUCATION ASSOCIATION

February 1972

SP 00 55 96

FOREWORD

THE SIGNIFICANT INCREASE in the number of children born after World War II created a prolonged period of crisis in the nation's schools. Now this same flood of increased numbers of people has reached the age of first-time employment and the nation faces a crisis even greater than that facing the schools beginning in 1953. This time it must be solved by creating appropriate jobs instead of classrooms for these young people.

The National Education Association is calling attention to the *urgent* need for immediate and long-term planning in order that the nation may take advantage of the unprecedented opportunity to utilize the rapidly growing supply of college educated manpower to accelerate its progress toward national goals. The Association urges that action be taken immediately because current manpower policies do not reflect appropriate awareness of a continuing annual growth in the number of young potential workers throughout the 1970's.

DONALD E. MORRISON, *President*
National Education Association

NOTE–
Because of the gravity of the national interests regarding under-utilization of teachers and other college trained personnel, the Task Force presents this brief statement of the problem prior to the development of its final report.

EUGENE KAROL, *Chairman*

PROCESS WITH PUBLISHER'S PRICE ONLY. NO REPRODUCTION.

Permission to reproduce this copyrighted work has been granted to the Educational Resources Information Center (ERIC) and to the organization operating under contract with the Office of Education to reproduce documents included in the ERIC system by means of microfiche only, but this right is not conferred to any users of the microfiche received from the ERIC Document Reproduction Service. Further reproduction of any part requires permission of the copyright owner.

Copyright © 1972 by the
National Education Association
All Rights Reserved

Introduction

THIS BRIEF OVERVIEW of a critical problem and opportunity facing our nation is issued in the public interest by the National Education Association. For the first time in many years the characteristics of the new supply of manpower are considerably out of phase with the characteristics of employment opportunities. Because current announcements about manpower conditions do not seem to reflect appropriate attention to the unusual characteristics of young manpower, the following observations are presented to stimulate a new look and a revised course of action in national manpower policies.

The major theses of this document are that the supply of young manpower is growing at a record rate, that the number of jobs is not growing as rapidly as a few years ago, and that this situation is more critical for college educated manpower than for workers who have not attended college. According to present trends, the country will under-utilize increasing numbers of college educated people unless larger numbers of appropriate employment opportunities are opened for college graduates.

The country needs to use its college educated manpower to accelerate its progress toward the achievement of national goals in education, welfare, justice, transportation, housing, and many other areas. Action is needed now to assure that large numbers of jobs are created which are consistent with national goals and which also are appropriate to the capabilities of the increasing supply of college graduates. Through this action the country may make most efficient use of the resources it must invest if it is to attain full employment, and if it is to receive the most productive return from the investment already made in the college graduate. Creation of jobs to provide employment for the people being displaced by more highly qualified college graduates is not as effective or efficient a use of national resources as would be the increase in the number of jobs which require application of the professional and technical skills acquired in college.

Manpower policies should reflect an awareness of the unusual opportunity now facing the country to make significant improvements in the quality and promise of life. Otherwise, the possibility of achieving our national goals will continue to elude our grasp, and the quality of life and work will deteriorate for larger numbers of citizens who will become either dissatisfied with the jobs for which they are overly qualified or demoralized as the result of having to accept a series of "make-work" jobs created to reduce unemployment among those who have been displaced by overly qualified college graduates.

Growth of the Labor Supply

As a result of the sharp increase in the number of children born each year beginning in 1947, the number of young adults has been growing at unprecedented rates each year since about 1967. The number of college graduates reflected this population wave in its rapid growth in 1969 and 1970.

The number of young people ready for initial entry into the labor market will continue to rise to record levels each year until the early 1980's as a result of the annual increases in the numbers of children born between 1951 and 1961. Also, the gradual increase in the proportion of college-age people who complete the bachelor's degree is resulting in a higher rate of growth in college graduates than in the young adult population.

The supply of college graduates has been changing also in its composition as larger numbers of women complete this level of preparation before seeking entry into the labor force. The projected number of women college graduates in 1972 will be as large as the total college graduation class of 1960.

Because our society expects most men to enter the labor force, it is possible to project a fairly precise estimate of the potential numbers of men who are likely to be interested in employment. The rate of participation in the labor force by women is influenced by several factors, and typically it has been lower than that among men. Recent changes in these factors indicate a higher potential rate of participation in the labor force by women now and in

TABLE 1.–GROWTH OF THE LABOR FORCE, 1960-1980

Year	Total labor force	Male labor force 16 years old and over	Male labor force 20-24 years of age
1	2	3	4
1960	72,104,000	48,933,000	4,939,000
1965	77,177,000	50,946,000	5,926,000
1970	85,903,000	54,343,000	7,378,000
1975	92,792,000	58,876,000	8,124,000
1980	100,727,000	63,612,000	8,795,000

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics. *Labor Force Projections to 1985.* Special Labor Force Report No. 119. Reported in: U.S. Department of Commerce, Bureau of Census. *Statistical Abstract of the United States, 1971.* 92nd edition. Table 328, page 211.

TABLE 2.–MALE GRADUATES RECEIVING THE BACHELOR'S AND FIRST PROFESSIONAL DEGREE, 1960-1975

Year	Male graduates
1	2
1960	252,996
1961	252,976
1962	259,376
1963	271,721
1964	296,501
1965	316,088
1966	328,853
1967	353,351
1968	390,507
1969	444,380
1970	484,174
1971 est.	501,000
1972 est.	520,000
1973 est.	539,000
1974 est.	551,000
1975 est.	577,000

SOURCE: U.S. Office of Education, Projections of Educational Statistics, unpublished table for the period 1959-60 to 1980-81.

the future. This rate may increase more rapidly in a time of labor shortages than in a time of labor surpluses.

Because assumptions about labor force participation have a major influence upon estimates of the supply of applicants and the level of unemployment, evidences of major trends in labor supply and utilization may be softened or hidden through use of various assumptions about the labor force participation of women.

The sketchy information available about the job market for college graduates in 1972 is directed almost entirely to conditions affecting male graduates. Because of this limitation in current data, and because analyses beyond the scope of this document would be needed to review conditions pertaining to women workers, the following summaries to a great extent are based on conditions affecting only male workers. In view of the societal expectation that males are the primary wage earners, it is reasonable to assume that if the trend is toward an undersupply of jobs for male college

graduates, the same trend probably is applicable to female college graduates to an equal or greater extent.

The U. S. Bureau of Census has estimated that the total population aged 20-24 will grow from 17,176,000 in 1970 to 19,384,000 in 1975, and to 21,024,000 in 1980. The total population aged 30 to 64 years of age is expected to grow from 76,563,000 in 1970 to 80,011,000 in 1975, and to 86,370,000 in 1980 (U.S. Bureau of the Census, *Projections of the Population of the United States by Age and Sex: 1970 to 2020.* Series P25, No. 470, November 1971, pages 31-33).

The summary in Table 1 shows the size and growth of the total labor force and the male labor force between 1960 and 1980 as projected by the U.S. Department of Labor. These figures show that the total male labor force is expected to increase by 4.5 million between 1970 and 1975 compared with a growth of 2.0 million between 1960 and 1965, and 3.4 million between 1965 and 1970. Also, 3.2 million of the 9.9 million growth in the male labor force between 1960 and 1975 is among those age 20 to 24.

The summary of growth in the numbers of male college graduates receiving the bachelor's and first professional degree since 1960, Table 2, shows that the estimated 1971 graduating class contains almost twice as many male graduates as the 1960 class. The number of males graduating increased by 94,000 between 1968 and 1970.

Growth in Employment

The number of persons employed each year since 1960 provides a review of the recent trends in the growth of employment opportunities. Table 3 shows the number of employed workers in the civilian labor force, the number of employed male workers, the average annual number of males employed in white-collar jobs, and the average number of males employed in professional and technical occupations since 1960.

Beginning in 1970 the annual growth in both the total number of employed persons and in the number of employed males has been less than half as large as the numbers added each of the preceding four years. A similar reduction in the growth of the number of male employees in white-collar jobs occurred in 1971 when the increase in the number of employees was less than one-fourth as large as the numbers observed in each of the preceding five years. The number of male employees in professional-technical occupations increased by only 90,000 between 1969 and 1970. This is less than one-third as large as the annual growth during each of the three preceding years. Between 1970 and 1971 the number of male employees in these occupations decreased by 104,000 persons.

The December data show the possibility of a trend toward a slightly greater increase in the total number employed in 1972 than in 1971, but the

TABLE 3.–NUMBER EMPLOYED, 1960 TO 1971

Year	Number of persons employ- in civilian labor force, age 16 and over (000's)		Number of males age 16 and over employed in:	
	Total	Male	White-collar jobs (000's)	Professional and technical jobs (000's)
1	2	3	4	5
1960	65,778	43,904	16,423	4,766
1965	71,088	46,340	17,746	5,596
1966	72,895	46,919	18,094	5,836
1967	74,372	47,479	18,527	6,183
1968	75,920	48,114	19,117	6,449
1969	77,902	48,818	19,574	6,751
1970	78,627	48,960	20,054	6,841
1971	79,120	49,245	20,138	6,737
1970 (Dec.) ...	78,515	48,340	20,239	6,866
1971 (Dec.) ...	80,188	49,164	20,189	6,972

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics. *Employees and Earnings*, January 1972, Tables A-1 and A-2, pages 23, 24, 36, and 129.

U.S. Department of Labor, *Manpower Report of the President*, March 1970, page 225.

increase does not seem likely to be larger than the growth reported each year between 1965 and 1969. Also, these data suggest the possibility that growth in numbers of employees in the other classifications will not be much larger than, if as large as, the increases last year.

There is some evidence that when there is a general surplus of labor, college graduates are more likely to obtain employment than are non-college graduates. Unless considerable additional information is obtained about the characteristics of jobs taken by college graduates, it is almost impossible to estimate the extent that these graduates are displacing non-graduates in jobs normally not filled by college graduates.

Two annual studies of employment and salary offers to prospective college graduates provide a limited picture of the trends in job opportunities in occupations normally requiring the bachelor's degree for entry. The follow-

ing is a summary of the findings of the Endicott surveys of policy and practice in the employment of college and university graduates in business and industry. The survey has included varying numbers of well-known companies from all parts of the country. Most of these companies participate in the survey each year.

The survey (Table 4) shows a decrease in the number of companies which report the hiring of college graduates and plans to employ college graduates during the past two years. The number employed last year (1971) is less than half the number reported the previous year both in the total number employed and in the average number employed by each participating company. The expected growth in number to be employed in 1972 is not as large as the expectations reported each year between 1965 and 1969.

The College Placement Council issues an annual report summarizing the actual offers to male bachelor's degree graduates made by business and industrial firms to varying numbers of representative colleges and universities

TABLE 4.–EMPLOYMENT TRENDS REPORTED BY THE ENDICOTT SURVEYS

Year	Number of companies	Number of graduates		Average numbers	
		Employed last year	To be employed in current year	Employed last year	To be employed in current year
1	2	3	4	5	6
1960	202	14,511	17,259	71.8	85.4
1965	196	11,102	13,022	56.6	66.4
1966	204	9,971	13,542	48.9	66.4
1967	182	13,932	21,251	76.5	116.8
1968	193	18,148	22,826	94.0	118.3
1969	183	16,615	20,237	90.8	110.6
1970	181	21,219	23,757	117.2	131.3
1971	168	20,225	17,334	120.4	103.2
1972	160	9,667	10,700	60.4	66.9

SOURCE: Endicott, Frank S. *Trends in Employment of College and University Graduates in Business and Industry*, Twenty-Sixth Annual Report. Evanston, Ill.: the Author (Director of Placement, Northwestern University), December 1971 and previous years.

Columns 5 and 6 computed by NEA Research Division.

TABLE 5.–EMPLOYMENT OFFERS TO COLLEGE GRADUATES, REPORT OF THE COLLEGE PLACEMENT COUNCIL

Year*	Number of institutions	Number of beginning offers to male graduates with bachelor's degree, January	Average number of beginning offers per institution
1	2	3	4
1961 . . .	61	1,409	23.1
1963 . . .	91	2,032	22.3
1967 . . .	116	3,130	27.0
1969 . . .	135	3,019	22.4
1970 . . .	141	2,405	17.1
1971 . . .	140	1,339	9.6
1972 . . .	145	1,157	8.0

SOURCE: The College Placement Council. *Men's Salary Survey.* A study of 1971-72 Beginning Offers by Business and Industry, Report No. 1, January 1972, and previous surveys in the series. Bethlehem, Pa.

Column 4 calculated by the NEA Research Division.

*Data for years not shown not available to Task Force at time of writing.

throughout the country. The total number of offers reported in 1972 (Table 5) is only half as large as the number reported in 1970, and slightly more than one-third as large as the numbers reported in 1967 and 1969.

Some of the other studies or announcements reporting recent reductions in the number of jobs open to college graduates have included: the estimated drop of 15,700 positions for beginning teachers between 1970 and 1971 which was reported by the NEA Research Division in its *Preliminary Announcement of Teacher Supply and Demand in Public Schools, 1971-72;* report by the American Chemical Society in *The Washington Post* on November 3, 1971, that 75 percent of university chemistry graduates in 1971 failed to find full-time employment; and the report by the Michigan State University Placement Bureau that it arranged interview schedules with prospective employers for 2,308 graduates two years ago, 1,761 for last year, and recently noted a decrease of 1.8 percent in expected job openings for bachelor's degree candidates this year (*Higher Education and National Affairs,* January 15 and December 17, 1971).

Trends in Supply of and Demand for College Educated Workers

Tables 1 through 5 have shown the recent trends toward larger numbers of college graduates and workers aged 20-24, the trends toward decreased employment opportunities in occupations normally requiring college preparation, and the limited evidence that employers in business and industry are not seeking college graduates to the extent observed in recent years.

These facts point to the likelihood that the enlarging group of persons aged 20-24 is having greater difficulty in locating employment, and that college graduates, if they seek employment, are likely to be displacing large numbers of non-college graduates from jobs which would normally be open to them.

Table 6 shows the numbers of unemployed males age 20-24 and the unemployment rate for this group during December of the past six years. During the past four years the number of unemployed males age 20-24 has almost tripled, and the rate of unemployment in this age group has more than doubled to where now almost 1 male in 10 in this age group is unemployed. Among nonwhite males in the age group, 1 in 6 is currently unemployed.

TABLE 6.—UNEMPLOYMENT OF WHITE AND NONWHITE MALES AGE 20-24, DECEMBER 1966 THROUGH DECEMBER 1971

Year (December)	Total		White		Nonwhite	
	Persons (000's)	Unemployment rate (percent)	Persons (000's)	Unemployment rate (percent)	Persons (000's)	Unemployment rate (percent)
1	2	3	4	5	6	7
1966	257	5.3	[a]	[a]	[a]	[a]
1967	243	4.9	197	4.5	47	7.4
1968	211	4.2	170	3.8	42	6.6
1969	275	5.2	227	4.9	49	7.3
1970	580	9.9	471	9.2	108	14.6
1971	611	9.7	487	8.8	124	16.3

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics. *Employment and Earnings*, Volume 18, No. 7, January 1972; previous January issues of this series. Table a-8.

[a]Data not available to the Task Force at time of writing.

Summary of Trends

The trends described in the tables and discussion are summarized here in 18 brief graphs.

- Figures 1 and 2 show continuing growth in the total numbers employed.

- Figures 3 and 4 show the growth in numbers of males employed in white-collar jobs and the downturn in the numbers of males employed in professional-technical jobs.

- Figures 5 and 6 show the recent change to a lower rate of growth in numbers of public-school teachers and the outcome that there have been decreases in the number of jobs for beginning teachers in 1970 and 1971.

- Figure 7 shows the steady growth in the young male labor force, while Figure 8 shows the trend toward a continued steep growth in the numbers of males receiving the bachelor's degree.

- Figures 9 and 10 show the trend from data in the Endicott surveys indicating that the number of job offers to college graduates is smaller than during preceding years.

- Figures 11 and 12 show the evidence from the College Placement Council surveys that the number of job offers to college graduates is smaller than during the preceding years.

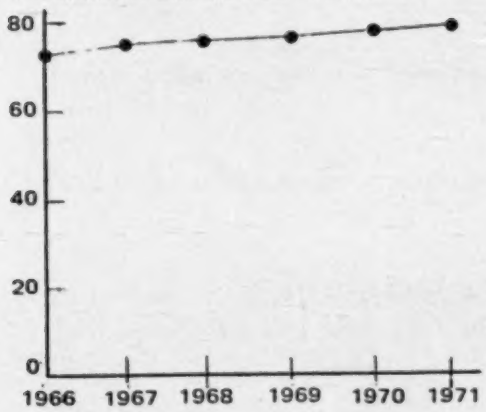
- Figures 13 and 14 show the significant increase in both the numbers unemployed and the unemployment rate since 1969.

- Figures 15 and 16 show that males age 20-24 have a proportionally greater increase of unemployment since 1969 than the total labor force.

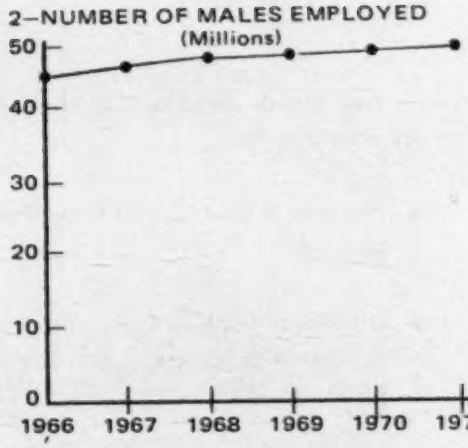
- Figures 17 and 18 show that the nonwhite male labor force age 20-24 is experiencing the same pattern of increased unemployment as that shown for all males in this age group but at higher rates.

FIGURES 1–6

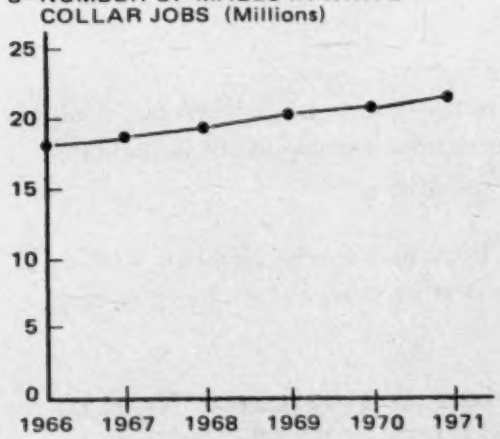
1–NUMBER EMPLOYED (Millions)



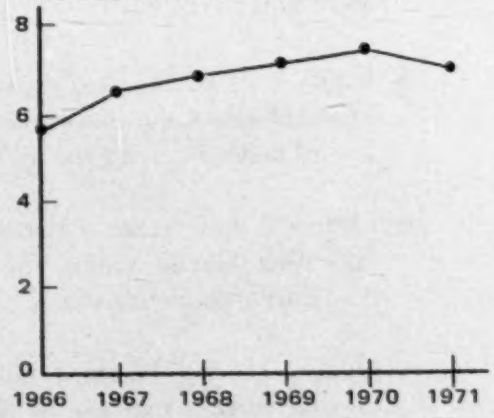
2–NUMBER OF MALES EMPLOYED (Millions)



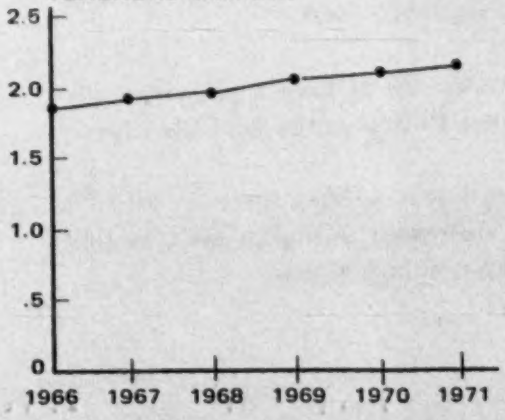
3–NUMBER OF MALES IN WHITE-COLLAR JOBS (Millions)



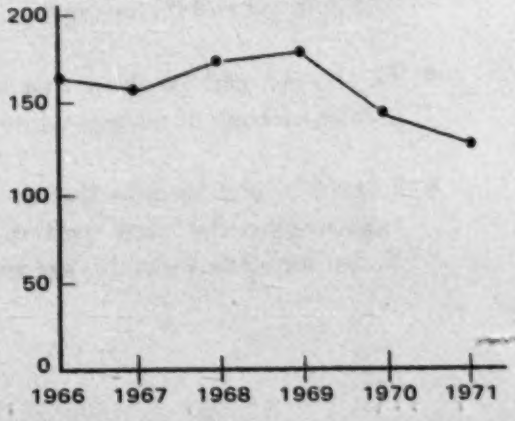
4–NUMBER OF MALES IN PROFESSIONAL-TECHNICAL JOBS (Millions)



5–NUMBER OF PUBLIC-SCHOOL TEACHERS (Millions)

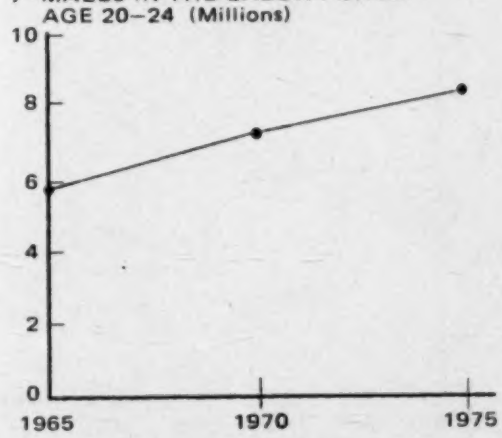


6–NUMBER OF JOBS FOR BEGINNING TEACHERS (Thousands)

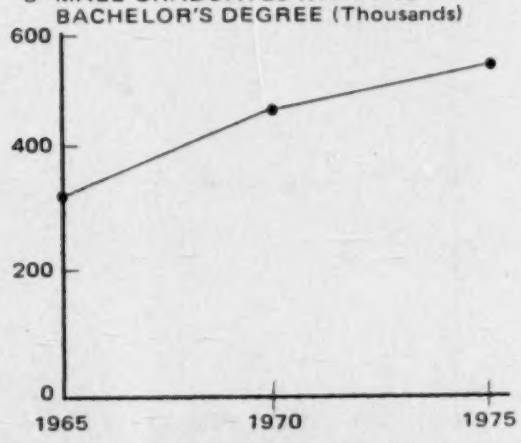


FIGURES 7–12

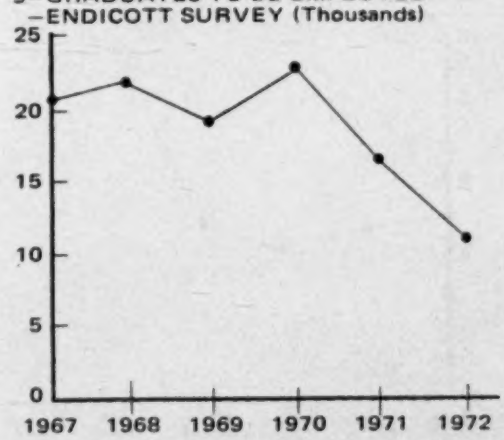
7–MALES IN THE LABOR FORCE AGE 20–24 (Millions)



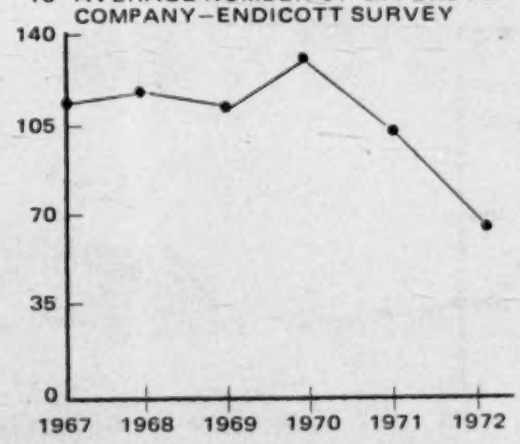
8–MALE GRADUATES WITH THE BACHELOR'S DEGREE (Thousands)



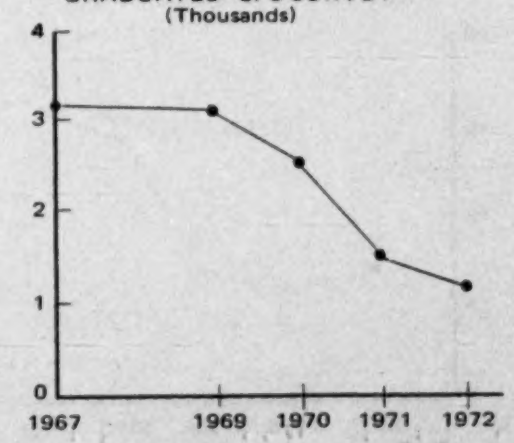
9–GRADUATES TO BE EMPLOYED –ENDICOTT SURVEY (Thousands)



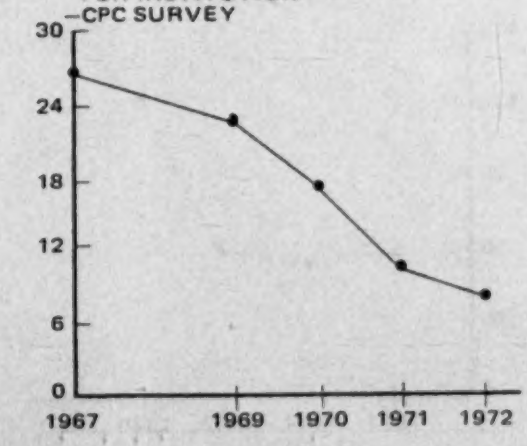
10–AVERAGE NUMBER OF OFFERS PER COMPANY–ENDICOTT SURVEY



11–EMPLOYMENT OFFERS TO B.A. GRADUATES–CPC SURVEY (Thousands)

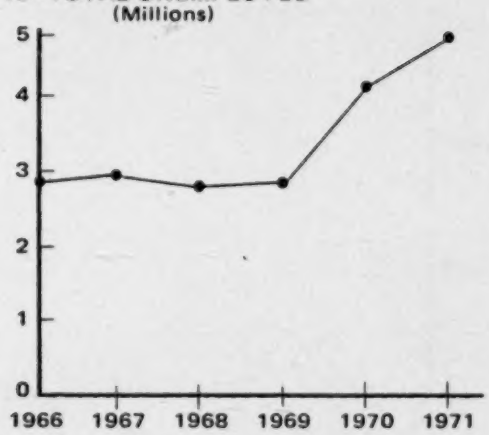


12–AVERAGE NUMBER OF OFFERS PER INSTITUTION –CPC SURVEY

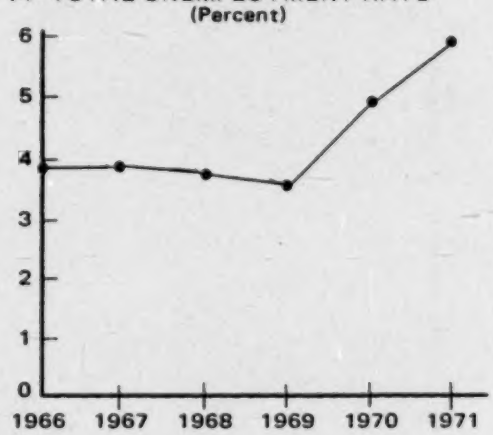


FIGURES 13–18

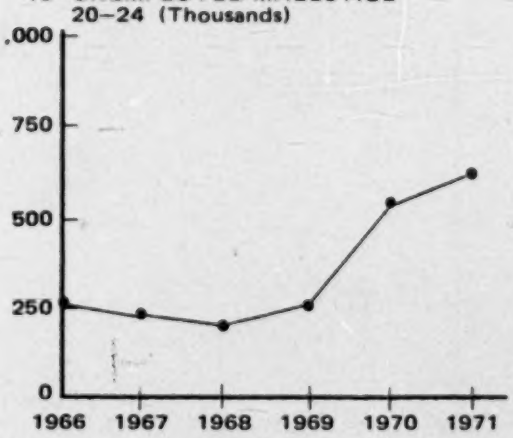
13–TOTAL UNEMPLOYED
(Millions)



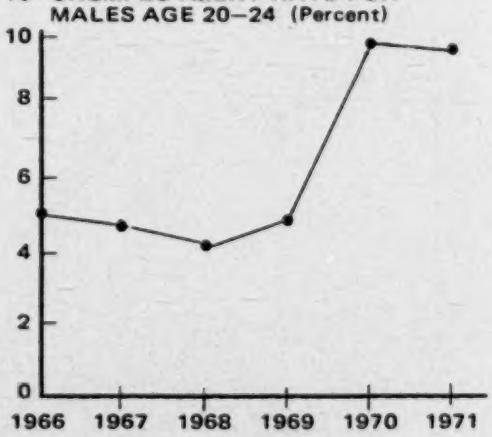
14–TOTAL UNEMPLOYMENT RATE
(Percent)



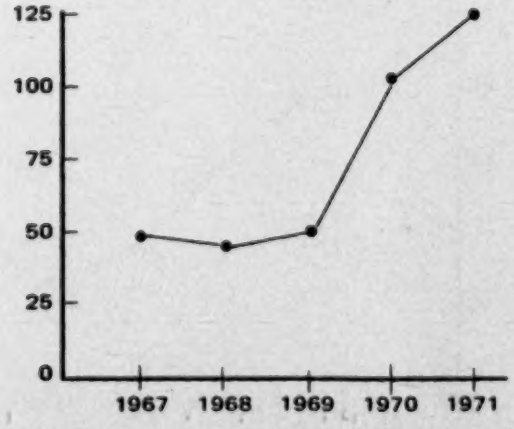
15–UNEMPLOYED MALES AGE
20–24 (Thousands)



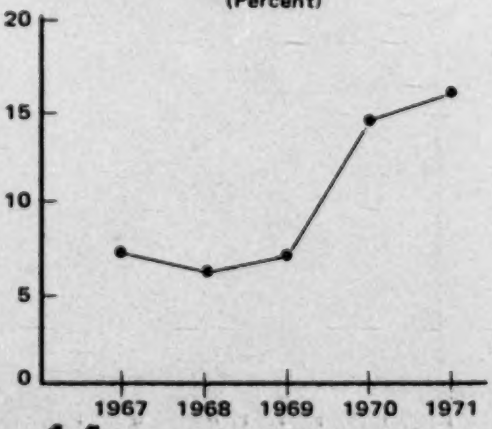
16–UNEMPLOYMENT RATE FOR
MALES AGE 20–24 (Percent)



17–UNEMPLOYED NONWHITE MALES
AGE 20–24 (Thousands)



18–UNEMPLOYMENT RATE FOR
NONWHITE MALES AGE 20–24
(Percent)



Implications of the Current Manpower Situation

Continuing annual growth is expected through the 1970's in both the total population available for employment, and in the numbers of college graduates. These expectations provide ample reasons for enlightened planning to see that the promise of effectively using the enlarged supply of talent is fully realized. The creation of appropriate employment for the enlarging classes of college graduates will make it possible to accelerate the rate of progress toward national goals in a variety of areas as well as to reduce the impact of unemployment upon our economy.

Direction for specific types of jobs which need to be created may be obtained from publications directed to national manpower goals and the recommendations of various social and professional agencies about desirable ways to improve the quality of life and work in this nation.

Increasing the number of jobs in public education would be the most desirable area for enlarging the number of jobs for college graduates. Allocation of additional resources to public education will provide a greater return on the investment than almost any other area because the quality of the future of our nation rests to a great degree on the quality of education being provided for future citizens and future members of the labor force.

The National Education Association has announced each year the specific types of jobs which need to be created to bring the quality of public education to minimum standards. In fall 1971 it was estimated that 565,800 additional teaching positions were needed to provide the scope of program and teaching conditions required for minimum quality in education. These additional teachers would be needed to reduce maximum class sizes to reasonable levels, provide special education services to at least half of the students estimated to need them, provide kindergarten and nursery school education to all children in this age group, and to enlarge the scope of school offerings.

Provision of resource personnel and supportive professional services would require the addition of more than 100,000 school librarians, at least 20,000 guidance personnel for elementary schools alone, and a currently unspecified number of persons in other professional positions which need to be created to give all students and teachers access to the services of qualified practitioners in psychological, health, and social service disciplines. As increased numbers of professional personnel are available to the schools for research and evaluation, specific direction will be forthcoming for national planning for improved schools through effective use of the country's human resources.

NATIONAL EDUCATION ASSOCIATION

DONALD E. MORRISON, *President*
SAM M. LAMBERT, *Executive Secretary*

TASK FORCE ON UNDER-UTILIZATION OF PROFESSIONAL PERSONNEL

Eugene Karol, Maryland, *Chairman*
Michael Auxier, President-Elect, Kentucky Education Association
Donald R. Cicero, President, National Society of Professors
Blanche M. Erst, President, Illinois Education Association
Gene Fink, President, Washington Education Association
Ruby Fricks, President, South Carolina Education Association
Valrie E. Johnson, President Emeritus, Houston Teachers Association
Tony Malafronte, President, Dade County (Florida) Classroom Teachers Association
John Ort, President, Michigan Education Association
Bob Ransome, President, United Teachers of Los Angeles
Raymond Safronoff, NEA Board of Directors
Kathy Sims, Student NEA
Horace E. Tate, Associate Executive Secretary, Georgia Association of Educators
Robert F. Ward, President, Pennsylvania Education Association

Staff contacts: Glen Robinson
and William Graybeal, NEA Research Division